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ABSTRACT

Discussed are initiatives of the Administration for Children, Youth, and Families (ACYF) in the areas of Head Start, child care, the National Center on Child Abuse and Neglect, support of historically black colleges and universities, foster care and adoption assistance, the Runaway and Homeless Youth Program, and current and future plans. The discussion of Head Start focuses on cooperative ventures with other agencies concerning running the Child Development Associate (CDA) program, parent involvement, transition to school, Head Start staff and child caregiver training, curriculum dissemination, mental health, child health and safety, and adult illiteracy. National data concerning child care are reported, and efforts to provide public information and fund research and demonstration projects assisting parents, local communities, and States in meeting their child care needs are briefly described. Also described are ways the National Center on Child Abuse and Neglect meets its responsiblity for generating knowledge and improving programs; collects, analyzes, and disseminates information; operates a State grants program; and coordinates federal efforts. Future directions of the Center, for FY 1986, are specified. Additionally provided are statistics and background information concerning foster care and adoption, along with capsule descriptions of past accomplishments and future objectives. Major strategies for the targeting of ACYF resources are revealed. (RH)

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Dodie Livingston
Commissioner
Administration for Children, Youth & Families

Presentation
on

Activities of the Administration for Children, Youth and Families at the National Black Child Development Institute's 1985 Annual Conference

October 17, 1985
Washington, D.C.

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I was particularly struck by one of the letters that came in the mail run the other day -- not so much for its content but because of a slogan that was inscribed across the bottom of the first page.

The words were these:

"We often wondered why SOMEBODY DIDN'T DO SOMETHING. Then we realized that WE are somebody!"

Many of the organizations that exist in our nation today came into being because folks caught that same spirit and connected their cause with some people power...not necessarily expert people power...but the power AND energy of caring people who were willing to work hard and make sacrifices because they were united in a common goal.

BCDI has that sort of history, and I commend your profound commitment to the children and families of America, particularly to the Black children and families of this country.

I want you to know, also, that I recognize and very much respect the historic tradition in the Black community of pitching-in when a family is unable to care for its own. There may be limitations on resources, but there certainly is no lack of love and concern.

The invitation for me to address you today came, I think, from the desire of your leadership to learn what we at the Administration for Children, Youth and Families have been up to lately....or, in some cases, what we haven't been up to.

But in the weeks and months ahead, I hope you also will consider the offer of friendship and partnership which I bring along with my remarks.

Thomas Hughes once said, "Blessed are they who have the gift of making friends, for it is one of God's best gifts. It involves many things, but above all, the power of going out of one's self and appreciating whatever is noble and loving in another."

Cicero went a step further when he noted, "If a man could mount to Heaven and survey the mighty universe, his admiration of its beauty would be much diminished unless he had someone to share in his pleasure."

Helen Keller observed, "Life is a chronicle of friendship. Friends create the world anew each day. Without their loving care, courage would not suffice to keep hearts strong for life."

Likewise, you and I might buckle under the weight of the serious challenges that confront us in our work for young people if we couldn't face them together, in partnership with others who share our concerns.

I can't offer miracles -- and I know you don't expect them. But I do extend the hand of friendship -- both from me personally and from the agency which I represent. As I present my report, I hope you will be thinking about creative and practical ways in which we might work more closely together. My staff at this very moment is doing the same thing.

Just about everyone here, I suspect, understands the scope and responsibilities of the Administration for Children, Youth and Families (ACYF). But in the event some of you are new, I'd like to take a few minutes to offer an overview.

We are the lead agency in the Federal government for children, youth and families and an entity with about 400 in staff in Washington and the ten Regional Offices of the Department of Health and Human Services. We have an annual budget of about $2 billion.

Organizationally, we are divided into four bureaus -- The Office of Planning and Management which includes a planning shop, that facilitates policy review and the paper flow and oversees research and evaluation; the CHILDREN'S BUREAU, which deals with such child welfare issues as adoption, foster care, and child abuse and neglect and also works closely with the States on training, various collaborations and grant programs; the FAMILY AND YOUTH SERVICES BUREAU, WHICH HAS RESPONSIBILITY FOR THE Runaway and Homeless Youth Program, programs to strengthen families, and a number of special initiatives; and, finally, the HEAD START BUREAU, which, of course, manages the Head Start program.

Most of our funds are allocated by the Congress to carry out the aforementioned programs. We spend a relatively small amount of money on research, development, evaluation, and dissemination and on special initiatives. But such special efforts must have a legitimate connection to and further the objectives of the programs themselves.

Now -- where are we and where are we going?

First, Head Start.

This is Head Start's 20th birthday year, and we feel we have much to celebrate, beginning with the 9,144,990 children who have been served in the program since it began in 1965.

Our enrollment this year is about 452,000 children. Forty-one percent of these children are Black, 32 percent White, and the rest Hispanics, Indians, Asians, and other minorities. We serve one in five of the eligible low-income preschoolers in the country with a budget of $1 billion and a cost per child, on the average, of $2,377.

We currently have a paid staff of 75,300 and a volunteer contingent of 616,000. Twelve and one-half percent of our children are handicapped. Head Start has been on the cutting edge of services for handicapped youngsters. We're very proud of this, though we keep trying to improve our efforts.

On entering Head Start, our children receive medical screenings, immunizations, dental exams, and treatment. Forty-eight percent are enrolled in the Early Periodic Screening, Diagnosis and Treatment (EPSDT) Program.

Head Start has been intimately involved in the CDA -- or Child Development Associate -- credentialling program since its inception ten years ago, and so far 13,000 child care providers have received CDAs. Fifty percent of the States have incorporated the CDA credential into their child care licensing requirements.

As perhaps you have heard, the National Association for the Education of Young Children -- NAEYC -- has entered a cooperative agreement with ACYF to run the CDA program. This development occurred following extensive meetings with leaders in the field, including representation from BCDI, and we are very pleased.

NAEYC has appointed Dr. Carol Phillips, formerly of Pacific Oaks College in California, as Executive Director of the program and has created a nonprofit corporation, "The Council for Early Childhood Professional Recognition," to serve as the national CDA body with responsibility for setting policy and administering the CDA program.

The Reagan Administration's respect for and recognition of the family as the major positive influence on children is reflected in future plans for Head Start.

Last April, at the National Head Start Association Training Conference, I announced the formation of a National Parent Involvement Task Force to review and examine the current status of parent involvement in local Head Start programs.

The Task Force met in Washington in July and has two more meetings planned. The results we expect are two-fold:

- Recommendations to expand future parent involvement and improve parent/child experiences in various components of the program.

- Recommendations on training opportunities for parents in an array of areas including vocational, effective parenting, and higher education.

As the prime educator of children, the Head Start parent is being asked to assist the Head Start program in developing a smooth transition to the public school systems so that the child's developmental gains are furthered, not diminished or lost. This has been an area of serious concern for us.

One of the priority areas in the FY 86 HDS Coordinated Discretionary Funds Program Announcement of September 4, 1985, addresses this issue of transition of Head Start students. We expect to fund 14 projects at about $12,000 each for 24 months.

Some of the specific projects we are looking for are as follows:

1. Involving parents in planning, carrying out and assessing transition activities;

2. Increasing collaborative activities between Head Start and the public schools especially during the year before the children actually enter Head Start;

3. Improving information sharing procedures and increasing parent input in describing the children's interests, motivations and learning styles;

4. Developing information and support resources for continued health and social services which parents will need to procure independently once the child is out of Head Start;

5. Increasing awareness of cultural and ethnic differences which may exist among children in transition and which the schools may not be aware of.

To assist families in becoming self-sufficient and engendering pride of accomplishment in their children, the Head Start Bureau and the Department of Labor have been exploring ways in which to use resources from the Job Training Partnership Act (JTPA) for the training and assessment of child care providers, including Head Start staff.

I am happy to report that on October 4 we signed an interagency agreement with Labor to make these JTPA resources available through local Private Industry Councils to Head Start programs for the training and credentialling of parents and other adults interested in the child care field.

An ongoing effort of the Head Start program is to improve quality in each of the individual program components -- parent involvement, education, health, and social services -- as well as the overall program.

This year with help from the field, we began to develop a Guide for Educational Coordinators. It will be field tested during March and April 1986 in 10 sites. When available for use among Head Start programs nationwide, this curriculum guide will be invaluable to teachers and supervisors in the Head Start program.

A Head Start Mental Health Task Force was established to provide recommendations to enhance the mental health components of Head Start grantees. Recommendations have focused on the areas of preventing mental illness, training and technical assistance, advocacy, research and interagency collaboration. Further Task Force meetings will address how to implement some of these activities to enhance the emotional well- ; of Head Start children and their families.

An interagency agreement has been signed between ACYF and the National Highway Traffic Safety Administration at the Department of Transportation to make the new curriculum on child safety available to Head Start programs.

The Head Start Bureau and the American Red Cross have executed a memorandum of understanding to promote coordination at national, regional and community levels to make Red Cross programs in nutrition, health, safety, first aid and volunteer services available to Head Start. Material in these areas and a Red Cross catalog have been mailed to all Head Start grantees and delegate agencies to incorporate into their curricula.

ACYF will continue emphasis begun in FY 84 and FY 85 to expand enrollment and provide the Head Start experience to more children through the priority of providing one year of Head Start services prior to the year that the child will enter public school. Our goal is to enable as many different children as possible to participate in Head Start for one year while allowing children with special needs the opportunity to participate for more than one year.

In support of the President's nationwide campaign against illiteracy among adults, we initiated a project in 1984 to allow several Head Start grantees to develop their own models for combatting functional illiteracy.

Head Start grantees in each Federal Region and in the Indian and Migrant Programs were enlisted as participants, given written guidance, a small amount of Federal funds and encouraged to be as resourceful and creative as possible in developing program models. Those being served include Head Start parents as well as individuals from the community as a whole.

The sixteen grantee participants represent a good cross section of programs in terms of size, geographic location, and racial/ethnic composition of populations served. The bulk of the resources required for delivering services in each instance will come from local sources.

The experience of each grantee in starting an adult literacy program, recruiting volunteer teachers, securing materials to be used in the training, conducting outreach for trainees, and all other aspects of program activity will be compiled in a descriptive evaluation. The results of the total experience will be shared with all Head Start grantees and other interested parties when completed, next June. We are very excited about this project and expect to expand it next year.

As we have worked on these issues these past months and as we have participated in Head Start birthday celebrations around the country, I have been reminded of a poem by an anonymous writer:

"A candle's but a simple thing;
it starts with just a bit of string.
Yet dipped and dipped with patient hand,
it gathers wax upon the strand.
Until, complete and snowy white,
it gives at last a lovely light.

"Life seems so like that bit of string;
each deed we do a simple thing.
Yet day by day if on life's strand
we work with patient heart and hand,
it gathers joy, makes dark days bright,
and gives at last a lovely light."

Head Start certainly is a "lovely light" in the lives of its children and families.

Child Care

As more and more mothers enter the nation's work force, the availability and quality of day care for their children has become an issue of national importance.

Child Care is emerging as one of the most vital, far-reaching characteristics of our society. The dramatic increases in labor force participation of women during the past decade are continuing, and I would like to share a few of the statistics we have gathered from the Bureau of Labor Statistics and Census Bureau:

In March 1985, 20 million mothers with children under age 18 were working or looking for work. Slightly more Black than White mothers with children under 18 were in the labor force -- 64.2 percent to 61.8 percent. 53.5 percent of all mothers with children under age 6 are in the labor force, again, slightly more Black than White mothers.

Six point 8 (6.8) million families with children under age 18 were headed by women in 1985, and they represented 20.7 percent of all families with children under age 18. A much larger proportion of Black than White families under 18 are headed by women -- 51.7 percent to 15.8 percent.

While the poverty rate for the nation was 14.4 percent of the population in 1984, it was 38.8 percent for White families and 58.4 percent for Black families headed by women with children under 18.

According to a June 1982 study on child care arrangements of working mothers of a child under 5, more Black mothers used group care than White mothers -- 20.9 percent to 13.5 percent. Black mothers were also more likely to have children cared for by a grandparent or by other relatives in the child's home or another home than White mothers -- 44.9 percent to 26.5 percent.

Federal financial support for child care in the United States is substantial and growing.

Since 1980, total Federal child care support has increased by approximately $2.3 billion or 55 percent, reaching an estimated $5.2 billion in fiscal year 1985.

As part of the Economic Recovery Act of 1981, maximum child care tax credits to working parents were nearly doubled from $400 for one child to $720. This legislation accounts for the largest portion of Federal child care support, having increased from about a billion dollars in 1980 to an estimated $3 billion in tax year 1985. ERTA also provides a number of tax incentives for employers who implement Dependent Care Assistance Plans or otherwise provide child care services for their employees. Today over 2,000 firms have child care programs, which is more than quadruple the number in 1982.

The Child Care Food Program administered by the Department of Agriculture has increased from $217 million in 1980 to $459 million in 1985. This program helps Head Start, day care centers,and family day care homes provide nutritious meals.

In 1981 the Social Services Block Grant was enacted by Congress to allow States and local governments more latitude in meeting their own child care needs.

The FY 85 budget for the SSBG was $2.7 billion. Approximately $535 million of this amount was spent for child care in FY 85.

Public Law 98-473, enacted October 12, 1984, increased the Title XX appropriation by $25 million to provide training in the prevention of child abuse and neglect for child care workers, State licensing and enforcement officials and parents.

ACYF funds public information, research and demonstration projects to assist parents, local communities and States in meeting their child care needs.

- A "Parents' Checklist for Day Care," previously published by ACYF, has been reprinted. Single free copies may be obtained from the Head Start Bureau. Soon we will also be publishing a "Tips for Latchkey Kids and Parents".

- To help child care programs screen employees and maintain healthy, safe environments for children, ACYF recently released a new publication entitled "Recruitment and Selection of Staff: A Guide for Managers of Preschool and Child Care Programs." Single free copies are available from the Head Start Bureau.

- An interagency agreement has been signed between the Head Start Bureau and the Public Health Service to develop materials for child care program directors and parents. These materials will provide information needed to prevent the spread of contagious diseases in Head Start and day care programs.

Private sector initiatives include:

- To encourage corporate involvement in child care, ACYF recently collaborated with the White House Office of Private Sector Initiatives to hold forums for Chief Executive Officers of major U.S. corporations. Sixteen of these forums have been held in cities around the country. As a result, many communities are conducting follow up activities to enhance the active participation of business leaders. A new series of forums is underway now.

- ACYF has also completed a National Employer Supported Child Care Project to assist employers who may wish to become involved in child care. A wide range of program options, materials and research findings, based on the actual experiences of 415 employers who had child care programs in 1982, have been published in a book entitled Employer Supported Child Care: Investing in Human Resources which is being marketed nationally by Auburn House Publishing Company, P.O. Box 658, Dover, MA 02030.

- In addition, ACYF is sponsoring extensive research and community development to identify the needs of parents, make these needs known to employers and assist with community solutions. For example, the Portland State University and Community Coordinated Child Care organization have surveyed over 8,000 employees and 33 companies to help enrich our understanding of how child care variables are related to workplace problems such as absenteeism and job stress. This project is also developing a computerized child care information and referral system and is pioneering a new "Community Shares" concept in which area employers are helping to underwrite the community CCIR system as well as purchase specialized services for their own employees.

State initiatives include:

- We have completed a statewide study of school age day care in Minnesota and Virginia. This research provides detailed profiles of school-age child care usage, preference and need. Findings will be useful to policymakers and program developers in formulating more responsive alternatives for this age group.

- "Lord of the Locks" is a film for latchkey children and their families. This film encourages families to evaluate current self-care arrangements and offers recommendations to enhance this type of situation. It is being disseminated nationally through State PTA's and State child abuse agencies.

- A comparative study of State licensing requirements has been completed and disseminated to every State. This research will assist States in upgrading their child care standards and licensing systems.

- In January 1985, in accordance with provisions of the Model Child Care Standards Act contained in Public Law 98-473, the Department issued Guidance to the States in developing standards and procedures to prevent child abuse in day care settings. The HHS Office of the Inspector General has also conducted a national study of sexual abuse in day care programs.

- A recently completed grant was a comprehensive, Statewide initiative to improve day care quality through the organized efforts of voluntary citizen's councils established, trained and coordinated by the Office for Children which regulates and monitors child care facilities in Massachusetts.

  The manual is being nationally disseminated through the ACYF Regional Offices, State Departments of Social Services, National Association for the Education of Young Children, and notices in business and professional journals as well as news releases and magazine articles.

Other projects:

- Other projects are demonstrating innovative child care delivery systems, alternative funding mechanisms, the utilization of volunteers, mainstreaming of handicapped children, and models for the care of children at different ages. Many of these projects involve public, private, and voluntary partnerships. For example, the "Cross Program Training Grant" conducted by the Chapel Hill Training Outreach Project developed and tested a model for training foster parents, teachers, and social workers and others who are jointly responsible for the care of special needs children, especially preschoolers. This training program is designed to help various agencies and professionals coordinate services and treatment strategies. The grant did not provide for dissemination to State agencies outside of North Carolina, and there are insufficient free copies available to disseminate this project more widely. However, the grantee has indicted a willingness to sell the training program at cost which is estimated at $15-$20 per copy.

- In addition to continuing the above initiative to accomplish our objective to stimulate an increase in child care options, the FY 1986 CDP Priority Areas related to this effort include:

-- stimulating community college involvement in Competency-Based Child Development Associate Training for Family Day Care Providers.

-- identifying effective approaches to providing family day care that will increase the availability of family day care and improve the effectiveness and quality of family day care providers.

THE NATIONAL CENTER ON CHILD ABUSE AND NEGLECT

The Child Abuse and Neglect Prevention and Treatment Program is administered by the National Center on Child Abuse and Neglect.

The National Center on Child Abuse and Neglect (NCCAN) was established by an act of Congress in 1974. Since 1974, the National Center has been active in four major areas:

First, we have had responsibility for generating knowledge and improving programs. This is done mainly by funding research, demonstration, and service improvement projects.

- Between 1975 and 1984, NCCAN funded approximately 475 projects nationwide to improve knowledge about prevention, identifying and treating child abuse and neglect. Those projects dealt with how to prevent child abuse and neglect; how to identify and treat cases; how to get multidisciplinary teams to work together; and, how to improve the court and legal systems to provide better protections for children.

- In fiscal year 1985, 69 discretionary projects were funded under the CDP in the following areas:

  -- Parent aides and respite care to increase the use of volunteer and paraprofessional support for families who are child protective clients and thus present unnecessary placement of children in foster care. (5)

  -- Use of clinicians for child abuse and neglect treatment to demonstrate the use of performance-based contracting to procure clinical service for the victims of child abuse and neglect. (2)

  -- Coordination and handling of reported cases of child sexual abuse by CPS, law enforcement agencies and the justice system. (10)

  -- Recruitment of volunteers to serve as Court Appointed Special Advocates (CASAs) to work within the court system. This will demonstrate the use of seed grants to recruit, train and use volunteers as CASAs and recommend to juvenile court judges which course of action is in the best interest of the child. (16)

- Improvement of the capability of runaway and homeless youth shelters to identify and treat adolescents who have been physically or sexually abused. (3)

-- Development of training materials for teachers and other staff in kindergartens and elementary schools, junior high and high schools on child sexual abuse and child molestation prevention. (18)

-- Increasing awareness of and to educate the public and service providers about child sexual abuse by the use of public service announcements, posters or repackaging existing materials on child sexual abuse as guidebooks for parents and service providers. (10)

-- Providing training to enhance multidisciplinary support in services for abused and neglected children. (4)

o 26 projects were funded under the NCCAN Supplemental Announcement. The following priority areas were covered:

-- Abuse in out-of-home child care settings (4)

-- Neglect (10)

-- Development of educational materials for preschool children and adolescents (2)

-- Effectiveness and usefulness of specific approaches to child sexual abuse treatment (2)

-- Development of materials for Domestic and/or Family Court personnel for handling sexual abuse allegations in custody disputes (1)

-- Effects on intervention and disclosure of sexual abuse on the family (3)

-- Assessing the impact of child sexual abuse on victims (4)

Second, the Center has also played a major role in collecting, analyzing and disseminating information.

0 Continuous support has been provided for a Clearinghouse of Child Abuse and Neglect information which serves both professionals and laymen.

-- A data base of research, programs, State laws, and case law is maintained.

-- Over 80 documents have been published and distributed.

o Under a grant arrangement with the American Humane Association, NCCAN has compiled an annual report on officially received child maltreatment reports for each year from 1976 to 1983.

-- Over 1 million allegations of child abuse and neglect covering nearly 1.5 million children were reported in 1983 representing a 142 percent increase since 1974.

-- Type of Maltreatment Reported in 1983:

Physical injury	27%
Sexual maltreatment	9%
Deprivation of necessities	58%
Emotional maltreatment	10%
Other maltreatment	8%

-- Sexual abuse is a distinct type of abuse which does not often occur in conjunction with other forms of abuse or neglect.

(1) Sexual abuse victims are mostly female (85 percent).

(2) Approximately 77 percent of the perpetrators are parents (57 percent natural parents); 16 percent of the perpetrators are other relatives; and 6 percent are listed as "other."

-- The average age of reported children in 1983 was 7.1 years which was younger than the U.S. average of 8.6 years.

-- Girls were slightly over represented in the reported population. They were involved in 51 percent of the 1983 reports and are 49 percent of the population.

-- In 1983, 68% of reported children were white compared to their representation in the U.S. population (82 percent); about 20% were black children compared to their representation in the U.S. (15 percent).

Third, we also operate a State grants program. These grants are available to 57 jurisdictions. The State grants program provides funds to develop, strengthen, and carry out preventions and treatment programs.

- As it impacts also on the State grants program, let me mention here that our current legislation, the Child Abuse Prevention and Treatment Act (P.L. 93-247, as amended in 1984) provided new features. Three of these key new features are:

  -- Sexual abuse is defined in the definitional section for the first time and includes sexual exploitation.

  -- The term persons responsible for the child's welfare has been broadened to include any employee of a residential facility or any staff person providing out-of-home care.

  -- Provisions regarding Baby Doe (disabled infants with life threatening conditions) are included.

- In 1985, 55 States (and jurisdictions) were eligible to receive State grant funds.

-- 55 States received awards amounting to $9 million in Basic State grants and $3 million in Baby Doe State grants.

-- 44 States applied for and received a total of $500,000 in Baby Doe training and technical assistance funds.

-- 53 special grant awards were made to States amounting to $2 million to assist in implementing new features of the legislation in the areas of:

(1) Sexual abuse or exploitation

(2) Child abuse in out-of-home care

(3) Background checks of child care providers

(4) Requirements to put in place procedures for the identification, reporting and investigation of reported instances of the failure to provide treatment of Baby Doe cases.

Fourth, we also have responsibility for coordinating federal efforts among agencies that have to do with child abuse and neglect.

- The major mechanism for accomplishing NCCAN's coordination responsibilities is the Advisory Board on Child Abuse and Neglect.

- Membership on the Advisory Board on Child Abuse and Neglect, an interagency board established to advise the Secretary on the coordination of Federal efforts to prevent child abuse and neglect, includes 20 Federal agencies and 12 representatives from the general public at this time (the Charter authorizes up to 15).

Future Directions

In addition to continuing activities in the above areas to accomplish our objective to strengthen the capacity of Federal, State and local agencies and the private sector to more effectively prevent, identify and treat child abuse and neglect, additional focus will be given to the following:

- Increase the private sector participation by enlisting the active support of corporations, national professional organizations and labor unions to utilize economic and social development strategies to increase individual self-sufficiency and strengthen families in the prevention of abuse and neglect. Examples of strategies to be utilized include:

  --Promoting increased awareness, commitment and involvement of the private sector.

  --Stimulating the development of programs for the prevention of child abuse and neglect within each of these private sector populations including, but not limited to:

    (1) Child abuse and neglect awareness campaigns;

    (2) Respite and crisis care programs;

    (3) Pro-family/work campaigns;

    (4) Work stress reduction programs;

(5) Family/work problem counseling programs;

(6) Parental education programs (particularly for at-risk individuals such as isolated, highly stressed single parents);

(7) Comprehensive, cost beneficial perinatal prevention programs.

--Identify ten non-profit associations that have shown an awareness of the problem of child abuse and neglect and stimulate further prevention activities among them.

--Recruitment of volunteers to serve as CASAs and model programs.

--Develop a compendium of private sector contributions toward the prevention of child abuse and neglect and use this document to solicit further contributions in the private sector.

--Stimulate the utilization of trust funds by States through the exchange of information and technologies by States now using trust funds to States not yet using them.

- Increase strategies to reduce the incidence of child abuse and neglect that relate to collection of data on child abuse such as:

--Conducting a study and investigation of the incidence of child abuse and neglect as also required in the current legislation. We have let a contract for this study.

(1) Let me mention here that the number of reported cases that I referred to earlier is not necessarily a reflection of the actual incidence of child abuse and neglect.

(2) Reporting has been limited, more or less, to intra-familial child abuse and neglect; and, abuses of children by staff in out-of-home child care settings have rarely been reported to child protective service agencies; also, many cases have remained hidden and have not been reported even when they occurred in the home. Also, I should mention that not all cases reported are substantiated.

(3) A national incidence study which we conducted in 1980 showed that only one in three cases of known abuse was ever reported. Even professionals, such as physicians, reported many fewer cases than those of which they were aware.

(4) It is important now to have mid-decade information to assist us in our efforts.

-- Collecting and analyzing officially reported data on child abuse for FY 1985 and developing a strategy for the long term collection and analysis of official reports.

-- The FY 1986 Coordinated Discretionary Program Priority Areas related to:

(1) Research on reporting practices, including type of reporter;

(2) Central Registry operations, including utilization and accessibility;

(3) Child Protective Services screening discussions and substantiation;

--The compilation and dissemination of data on child fatalities.

o FY 1986 CDP Priority Areas in early identification and treatment programs such as:

-- Models to assist teenage mothers and to prevent child abuse;

-- Overall placement prevention and training;

-- Models for provision of safe and secure care in residential facilities which serve children;

-- Further research to assess the scope and nature of emotional maltreatment and to identify special treatment approaches for children and adult caretakers.

o Dissemination and FY 1986 CDP Priority Areas in sexual abuse such as:

-- Continuing to alert parents about how they can further protect children. A brochure, Child Sexual Abuse Prevention: Tips to Parents, developed by NCCAN is being widely disseminated.

-- A study to examine the scope of child sexual abuse by women from definitional, prevention and treatment perspectives.

-- Research on male victims of sexual abuse.

o Military families

-- Continue to cooperate with the Department of Defense, the Military Services, and the Coast Guard to help facilitate the operation of the Military Family Support Center.

-- This agreement permits training and technical assistance, conferences, and production of educational materials for military personnel.

Administration for Children, Youth, and Families (ACYF)
Activities in Support of Historically Black
Colleges and Universities (HBCU's)

I know you are interested in the progress of the Historically Black Colleges and Universities.

ACYF has had a working relationship with HBCU's in a variety of forms since our agency came into existence. That relationship was reinforced with the signing of Executive Order 12320 on September 15, 1981 by President Reagan.

The Executive Order pledged the Administration's continuing support to HBCU's in a number of ways. Since it became effective, we have provided support and assistance to many of these institutions of higher education -- in some instances individually and in other instances collectively. I'd like to share a few examples:

In 1982, ACYF funded grantsmanship training of seventy four HBCU's at Texas Southern University, Houston, Texas and Morehouse College in Atlanta, GA.

In 1983, we participated in a seminar on the delivery of child development services to very young children at Knoxville College, Knoxville, Tennessee.

We met in Nashville at Fisk University with all private HBCU's in Tennessee at their request for the purpose of developing improved inter-institution relations on early childhood and child development matters.

We sent staff as workshop presenters to the Hampton University, Hampton, VA., Conference on the "Black Family."

We provided a workshop and materials to the Annual Conference on Blacks in Higher Education sponsored by the National Association for Equal Opportunity in Higher Education, Washington, D.C.
In 1984, I spoke in a conference held at Morehouse College to improve the effectiveness of HBCU participation in the Coordinated Discretionary Funds Program.

We provided workshop leaders for Hampton University Annual Conference on the Black Family.

We worked with Henry S. Truman Foundation to identify applicants for scholarships on HBCU campuses.

In 1985, we provided workshop leaders for Hampton University Conference on the Black Family.

We provided a workshop leader for the HBCU conference held at Jackson State University, Jackson, Mississippi.

We jointly funded (ACYF -- $25,000) the CDP training of HBCU and Hispanic higher education staff. AoA and DD were the other funding sources for training given at Atlanta, Georgia; Washington, D.C.; Nashville, Tennessee; Jackson, Mississippi; and San Antonio, Texas.

We funded the development of a performance management curriculum at Jackson State University for $20,700 to improve the management of Head Start programs in Region IV.

HBCU's have received ACYF funds, primarily through the Coordinated Discretionary Grants Program, each year since it was initiated. In FY 1984, $583,000 went to HBCU's, and for FY 1985 it is expected that $1.4 million should go the these institutions through CDP.

Foster Care and Adoption Assistance

Prior to the passage of P.L. 96-272, in 1980, the public child welfare system was too quick to take children from their families and too slow to reunite them with their families or to place them in permanent adoptive homes. Since the passage of P.L. 96-272, States have focused efforts on preventing family break-up by emphasizing programs to divert children from unnecessary placement in foster care, to emphasize reuniting families and to afford greater protections for the children in care.

Our policies are directed at reducing the numbers of children in foster care through preventive services designed to solve family problems or by providing permanent homes for those children who cannot remain with their natural families. Where reconciliation is not possible, the program and its policies promote adoption. An estimated 54,000 children out of a total of 269,000 in the foster care system, many of whom have special needs, need permanent, adoptive homes. Of these, about one-third are placed with a potential family and two-thirds do not have a family identified. Adoption assistance enables parents to adopt these children by

helping offset the costs associated with special needs. Thus this program also contributes to the well-being of American families -- including the placement of thousands of special needs children in new, stable families.

Foster Care and Adoption: Statistics and Background Information

- Although the overall number of kids in foster care is down from 502,000 in 1977 to 269,000 in 1983, the percentage of minority children is up. Black kids make up 33% of the foster care population, although they are only 15% of the child population under 18 years of age in 1983. In 1982, 55% of the Black children had been in care for two years or longer compared to 36% of the white children.

- In 1983, of the 54,000 children free for adoption 36,000 children were awaiting adoptive placement (i.e. no family has yet been identified). 37% of these are Black (approximately 13,000). Many of these children are older and/or have handicaps; 83% of the Black handicapped children who are free are not yet in an adoption placement.

- The Black community is adopting children from the public child welfare agencies at a rate 4.5 times greater than the White or Hispanic communities, when family composition, income and age are the same (18 Black children were adopted per 10,000 Black families; 4 white children per 10,000 white families; 3 Hispanic children per 10,000 Hispanic families).

- Adoption subsidy claims have increased from about $5 million for a monthly average of 4,200 kids from 27 States in 1982 to $25.6 million for 11,700 kids from 49 States in 1984. We think this is an excellent investment.

- Minority children remain in foster care for longer periods of time than do white children.

HDS inaugurated a National Special Needs Adoption Initiative in 1982, and is working with States and local communities to promote activities which move special needs children out of foster care and into adoptive homes. Our efforts include:

-- increasing public awareness of special needs children who are awaiting adoption;

-- recruiting adoptive parents, including minority families;

-- improving training for adoption workers; and

-- addressing national issues, such as adoption across State lines.

o 34 States have received seed grants to promote special needs adoption over the past three years. 75% focus on or emphasize the adoption of Black children. Six -- Ohio, New York, Connecticut, Kentucky, Nebraska and Florida -- are focusing specifically on promoting adoption of Black children. Grants to the remaining 17 States are available under the FY 1986 CDP.

o Over the past four years, the implementation of the Adoption Opportunities Program has, among other efforts, emphasized the funding of a number of demonstration efforts around Black adoption and foster care:

-- Homes for Black Children, to adopt this model to 6 other cities

-- One Church One Child, in Illinois, which is spreading across the nation with HDS, State and private funding

-- Friends of Black Children in North Carolina and other southern States

-- TEAM Project of the National Council of Adoptable Children, where about half the national trainees and about 1/3 of the 300 training teams were Black

-- National Adoption Exchange -- 3/4 of the registered children it serves are Black

-- two efforts of BCDI -- which support administration's private sector initiatives:

o Conference on Black Adoption in 1983

- "Joining Hands" -- a national summit meeting of 25 heads of Black organizations and Black leaders to develop action strategies to reduce the number of homeless Black children.

Over the next four years, ACYF will be undertaking an intensive effort to increase the placement of special needs children in adoptive homes. Outcomes being sought include:

-- assisting States to place 12,000 waiting children in adoptive homes; and

-- reducing the waiting period between the time adoption is determined as the plan and termination of parental rights (TPR) is accomplished and the time between TPR and adoptive placement.

The major strategies to be employed will be the targeting of ACYF resources:

-- on the States with the largest number of children legally free for adoption to assist them in increasing their rates of placement; and

-- on States with the largest number of children in foster care two years or longer to assist them in making permanent arrangements for these children.

Efforts over the next four years will also be directed toward preventing foster care placement and reducing the length of time children are placed in foster care. Outcomes sought are:

-- a reduction of the medium length of time in foster care from 19 to less than 18 months;

-- reducing the placement incidence by 12%; and

-- increasing the number of States with Statewide comprehensive placement prevention services and permanency planning programs from 8 to 20.

FY 1986 CDP/Foster Care Priority Areas are as follows:

o Placement Prevention (2.3A)

Projects will be supported to assist States to overcome barriers to the use of appropriate alternatives to the out-of-home placement of children. These projects will build on successful practices for the identification of children at imminent risk of removal from their homes and for enabling their families to provide acceptable protection and care.

- Preplacement Prevention Training (2.3B)

  Projects will be supported to provide training to professionals in the judicial system, law enforcement and child welfare agencies to enable them to more effectively make sound placement versus non-placement judgements in terms of children who may be safely served in their own homes and those requiring placement.

- Therapeutic Foster Homes (2.3G)

<u>FY 1986 CDP/Adoption Priorities areas are these</u>:

- Eliminating unnecessary Delays in Moving Appropriate Children into the Adoption Process (2.3D)

Projects will be supported to expedite the decision making process for children for whom adoption is appropriate, but who are not yet free for adoption, in an effort to reduce the length of time these children are in foster care. The focus of these projects will be in such areas as:

-- Identifying and resolving barriers to the prompt termination of parental rights for appropriate children;

-- Streamlining and clarifying the procedures used for determining whether children can be returned to their families or should be moved into adoption;

-- Developing more effective working relationship between foster care and adoption staff so as to encourage more prompt and responsive decision-making; and

-- Addressing the problems of freeing children for whom family ties are important.

o Collaborative support of Special Needs Adoption by Unions, Sororities, Fraternities, Service Organizations and National Indian Organizations (2.3F)

Projects will be awarded to these groups to undertake efforts among their membership to promote the adoption of special needs children in such areas as:

-- Informing and educating members about special needs adoption;

-- Recruiting members as adoptive parents; and

-- Establishing linkages between prospective adoptive families and adoption agencies to facilitate the adoption process.

o State Consortium on Special Needs Adoption (2.3J)

Grants will be awarded to six to ten States which have 750 or more children for whom adoption is the plan to assist them to significantly increase the rate at which these children are placed with adoptive families. These States will also participate in a consortium of States which will share information on successful and effective practices and develop innovative strategies for increasing the rate of adoptive placements of children with special needs.

- Post Placement and Post Adoption Services for Special Needs Children and Their Families

  Collaborative projects between mental health and social service agencies will be supported to develop approaches and materials for addressing the needs of adopted children with severe emotional problems (particularly those adopted as adolescents) in an effort to prevent adoption disruption or dissolution.

Runaway and Homeless Youth Program

The purpose of the Runaway and Homeless Youth Program (P.L. 98-473, as amended) is to provide support to State and local governments, nonprofit agencies, and coordinated networks of these agencies to develop or strengthen community-based centers dealing with the immediate problems of runaway and homeless youth and their families.

In our Runaway and Homeless Youth Program, ACYF in FY 1984 funded 265 basic shelters and served 305,500 runaway and homeless youth and their families: 60,500 in shelters either using beds or receiving intensive ongoing services; 20% were Black; overall, 54% reunited with families and 245,000 drop in .

The goal of program is to prevent runaway behavior and consequent exploitation of young people; to reunite runaways with their families as soon as possible; and to encourage the resolution of family problems through counseling and other services.

Over the past few years, and continuing into the present, we have focused on the issue of independent living -- what happens to the youth who matures? We have been

-- helping States to review policies and procedures to more effectively prepare older youth in foster care for emancipation and self sufficiency (Illinois has taken a lead in this area)

-- emphasized the support of youth after emancipation until they get established

-- developed resources to teach independent living skills to young people who are both in the runaway and the foster care system

-- In FY 85, we have funded some efforts to focus on treatment of physical and sexual abuse for runaway and homeless youth -- to help shelters identify those who need services and refer them for treatment and assistance.

Minority Homeless Unemployed Youth

-- We estimate there are half a million homeless youth nationally. Of these, a conservative estimate is there are at least 100,000 homeless Black youth in this country particularly in the larger cities. We are trying to address this problem through a better approach to independent living and through projects for unemployed homeless Black youth:

-- In East Harlem older youth received apprenticeship training and have rehabilitated an abandoned building which is now a Youth Shelter.

-- In Washington, D.C., Black youth are learning how to run a profit making business. They learn public relations skills, bookkeeping and marketing, in addition to basic education and independent living skills.

-- In Cincinnati, Ohio, minority homeless youth are manufacturing equipment for the handicapped in a youth run business.

-- In Boston, minority homeless youth are learning computer skills related to the management of health services and to being placed in jobs requiring computer applications in the health industry.

-- In over 30 projects across the country, we are supporting and encouraging cooperation with the private sector to place homeless youth in permanent jobs. The private sector is providing training, job coaching, role models, business expertise, resource contacts and jobs. These projects are in Los Angeles, Chicago, New York City, Detroit -- areas of high minority youth unemployment.

CURRENT/FUTURE PLANS

FY 86 CDP Priority Areas the new announcement, published September 4, has some exciting new efforts for youth. In addition, there is a new priority area called

(1) "Challenge Grants to Community Foundations"

-- HDS encourages proposals for any of the priority areas or other topics of community interest and will match on a 50/50 basis four or five projects sponsored by community foundations

-- applications may be accepted from foundations on behalf of an applicant, or from a potential grantee who has received assurance from a community foundation that it will participate.

-- if you are particularly interested in any of the areas for youth in the 1986 announcement you may wish to seek foundation support.

(2) Approaches to Keeping Youth in School 1.2B

-- concerned with negative attitudes and unreasonable low expectations among disadvantaged inner city and rural poor youth

-- in many schools more than 50% of these youth do not expect to graduate

-- need to focus on early adolescent years (12-15) to raise long term expectations

-- want projects which develop models stressing

  -- involvement of community leaders, parents, volunteers, student mentors

  -- location of social services in schools

  -- peer self help as well as professional help

  -- exposure to private sector job opportunities

(3) School Drop Outs and Potential Drop Outs 1.2C

-- School drop outs rising among older disadvantaged youth (16-19)

-- need to prevent second teenage pregnancies

-- need to promote male responsibility toward parenting

CDP effort focuses on

-- cooperative efforts to involve youth, parents, schools, religious groups, private sector, volunteers

-- development of alternative arrangements to complete education and secure employment

-- cooperation and coordination of Job Training Partnership Act and Private Industry Councils

-- Eisenhower Foundation in Washington, D.C. will participate in review and funding of some applications and will help broker private sector resources for interested applicants

(4) Models to Assist Teenage Mothers and Prevention of Child Abuse 2.1.B

-- teenagers account for 16% of all live births and 22% of low weight births

-- these babies have higher rate of infant mortality, developmental delays and child abuse and neglect

-- early intervention needed

-- CDP interested in

  -- replicating successful programs for teenage parents

  -- developing prevention of CAN programs which include strong family involvement, parental learning, access to resources

  -- building relationships between public health services and social services

  -- encouragement of teen fathers to meet social and financial responsibilities

  -- involvement of parent aide programs

(5) Corporate Partnership Efforts to Strengthen Families 2.5.B

-- partnership demos between RHY shelters and corporations with employee assistance programs, to provide services around adolescent issues (runaway, substance abuse, CAN, parenting skills)

-- encourage development EAP's in small businesses, to provide educational workshops, referral services and third party payments for delivery of direct services

(6) Community Forums and Replication 1.2.A

Focuses on development of holistic, community wide response to issue of preparing youth for social and economic self sufficiency, through linking with the Domestic Policy Association Forums, sponsored by the Kettering Foundation.

These National Issues Forums are held around the country each year to bring citizens in their local communities together to help themselves examine topics important to their areas and work toward acceptable solutions. One of the issues for 1986 will be the Welfare State, and the issues of Youth self sufficiency will be integrated into the discussion of welfare policy.

-- HDS will provide small seed grants for initial participation in the forums and follow up activities afterwards.

-- HDS will support development of local initiatives in 3 or 4 cities with populations between 100,000 and 500,000.

-- applicants must be capable of establishing partnerships for integrating the delivery of corporate, community and social services for at risk youth and their families.

-- priority will be given to the Domestic Policy Association Network cities, which can be obtained from the Association in Dayton, Ohio.

In addition to its work in the runaway and homeless youth areas, the Family and Youth Services Bureau or FYSB as we call it also is spearheading ACYF's participation in the International Youth Year. 1985 is IYY, as proclaimed both by the United Nations and President Reagan. I have had the honor to serve as chair of the Interagency Task Force coordinating Federal involvement, and want to share a few of our accomplishments.

We have encouraged youth and youth-serving organizations across the nation to take an active role in celebrating the accomplishments of our youth and in working to publicize and solve the problems of our young people. Hundreds of activities, many of them planned and carried out by youth themselves, have been held around the United States this year.

As a Task Force, we have prepared a computerized compendium of all the youth-serving programs in the Federal government. Of course it is difficult to keep a compendium of this nature up-to-date, but it is a beginning. An index has also been prepared and is available.

We are co-sponsoring with the International Youth Year Commission a youth conference to launch National Families Week in November.

Last June, ACYF co-sponsored the first National Conference on Youth Suicide with the Youth Suicide National Center. It was held in Washington and drew 550 people to hear experts explore the issue and strategize on how communities can respond to them. Youth suicide is a growing problem of devastating proportions. Estimates are that 2 million young people within the ages of 15 and 19 alone will attempt suicide this year. One will complete a suicide every 90 minutes, which adds up to over 5,000 suicide deaths a year. Suicide is the third leading cause of death among young people.

Suicide is no respecter of race. It's not only an urban problem, but is increasingly being seen in rural and suburban areas.

I also serve on the HHS Departmental Task Force on Youth Suicide where we are continuing our exploration of the problem and will host another conference next June. At that Conference, we will focus on the problems of minority youth. The Task Force will complete recommendations for action to the Secretary in 1987.

FYSB also is working on a collaborative project with the Department of Defense to help strengthen military families. We particularly mindful of the problems of the families of young enlisted soldiers which are troubled with financial stresses, a transient lifestyle, and the pressures and uncertainties of being on call all the time.

In closing, I'd just like to offer a couple of thoughts -- and please forgive me because I've talked a long time, much longer than I usually do.

One thought is that I would be happy to supply you with a copy of the FY 86 CDP if you want to call or write ACYF. The deadline for submission of project applications is November 20.

The other thought goes back to what I said in the beginning. During the long weekend just passed, I took my sons fishing one afternoon. While they were busily learning to cast -- and unsnag -- their lines, I was sitting on the cooler reading poetry, an avocation I don't otherwise have much time for anymore.

I found a poem called "The Builder" which I would like to share with you:

"A builder builded a temple,
he wrought it with grace and skill;
pillars and groins and arches
all fashioned to work his will.
Men said, as they saw its beauty,
'It shall never know decay;
great is thy skill, o builder!
Thy fame shall endure for aye.'

A teacher builded a temple
with loving and infinite care,
planning each arch with patience,
laying each stone with prayer.
None praised her unceasing efforts,
none knew of her wondrous plan,
for the temple the teacher builded
was unseen by the eyes of man.

Gone is the builder's temple,
crumpled into the dust;
low lies each stately pillar,
food for consuming rust.
But the temple the teacher builded
will last while the ages roll,
for that beautiful unseen temple
was a child's immortal soul."

You are builders and you are teachers, even though "teacher" may not be what it says on your office or cubby-hole door back home.

What's more, you came here to Washington for this meeting of the national Black Child Development Institute because you are outstanding builders and teachers...some of the brightest around...and because you want to learn and to share the opportunity of being here.

I hope that as you continue to work to galvonize the efforts to help children in your local communities, that we may work together more closely...more creatively...and more productively.

Thank you...